DOCUMENT RESUME

ED 192 032 CE 026 444

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TITLE Adult Education Programs in the Pacific Territories: Assessment Issues.
INSTITUTION Far West Lab. for Educational Research and Development, San Francisco, Calif.
SPONS AGENCY Development Associates, Inc., Arlington, Va.
PUB DATE Jul 80
NOTE 45p.: Appended maps will not reproduce well.

EDRS PRICE MF01/PC02 Plus Postage.
DESCRIPTORS Administrator Attitudes: *Adult Education: *Adult Programs: Cultural Differences: Educational Assessment: Educational Needs: Educational Objectives: *Evaluation Criteria: Evaluation Methods: *Federal Aid: *Federal State Relationship: Program Administration: *Program Evaluation: Surveys
IDENTIFIERS Adult Education Act 1969: American Samoa: Guam: *Pacific Islands: Pacific Trust Territory (Mariana Islands)

ABSTRACT

A study explored those factors in the Pacific Territories affecting the conduct and validity of assessments of their Adult Education Act State Grant Programs. Examined were islanders' opinions on whether (1) educational models developed in the United States apply in the territories, (2) our efforts in the territories are having positive or negative effects, (3) territories and the states warrant different treatment, (4) the same administration standards should be applied in both places, (5) English should be the only language skill to concern federally funded educators, (6) territories are ready for advanced educational technology, (7) neglect is the way we can best help the territories, (8) islanders need information more than observation, and (9) consolidated grants will wipe out adult education in the territories. Questionnaire responses, interviews of adult education program personnel, and author observations yielded recommendations that territories should be treated differently than the states. They should be assisted in developing advanced educational technology and language skills besides English. Cultural sensitivity and non-standard evaluation designs should be used in dealing with territories. Assessments of island progress should be made jointly by local staff and external parties in multi-year efforts. (MN)

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ADULT EDUCATION PROGRAMS IN THE PACIFIC TERRITORIES: ASSESSMENT ISSUES

PREPARED FOR
DEVELOPMENT ASSOCIATES, INC.

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JULY 1980

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ACKNOWLEDGEMENTS

These are the Adult Education Directors in the Pacific Territories: Gary Clark/Solo Amosa, American Samoa; Hugh McCorkle, Guam; Luis Limes, Northern Marianas; and Felix Rabauliman, Trust Territory. Each was interviewed for this study and set up meetings for interviews with other important professionals, including individuals in the following territorial positions: Community College Presidents, Department of Education Directors, Instructional Supervisors, District Coordinators, Vocational Education Directors, Federal Grants Coordinators, Deans of Instruction, and one Lt. Governor. (See Note 1b for more detail). To all these contributers the author is indebted and grateful.

Acknowledgments are also given to Paul Delker, USOE-Division of Adult Education, and Malcolm Young, Development Associates, Inc. who sponsored the move to include the Pacific basin territories in the studies of "Assessment of the Operation of the Adult Education Act State Grant Program."

The author accepts full responsibility for the accuracy of reporting and for the observations, conclusions and recommendations made in this supplementary study. Admittedly, some of these may be controversial.

SEP 2 2 1980

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PREFACE/BACKGROUND

This special study grew out of the recognized inequity of excluding the islands of the Pacific basin from the "Assessment of the operation of the Adult Education Act State Grant Program," conducted by Development Associates, Inc., under contract with USOE. The decision to change the original plan to limit the assessment to the fifty states and the District of Columbia was based on factors such as prohibitive costs of travel to the Pacific basin for on-site assessment, the impracticality of mail survey follow-up procedure, funding in the basin on a different basis from that in the states, reported program differences, doubt that the data collection instruments developed for the fifty states should be used in the territories, and the questionable utility of data aggregated from the states and territories. Although these factors defined differences, they did not reduce the importance of evaluation in the territories.

(Not being included in the study as originally planned was no surprise to those in the Pacific territories who have the view that the territories are often neglected. It is easy to neglect them, they are so far away, their spokesmen are not pushy by their nature, the territories always seem to pose exceptional problems, they don't fit the mold.)

Through consultations with the Assessment project director, Dr. Malcolm Young, it was decided that the intent and benefit of this special study would be as a pre-assessment analysis which could serve as background for evaluations in succeeeding years. Particular attention is therefore paid to the special conditions in the U.S. Territories in the Pacific region. Since these are generally dealt with as if they were states, the islanders prefer an approach that is consistent with their differences and which is

consistent with the special needs of the territories.

The intent in this report is consciously to give the islander perspective on assessment considerations in evaluating their educational programs, with the conviction that this side has not been presented and those involved in making assessments of educational programs in the Pacific basin territories need to be sensitive to it. The islanders rarely argue for themselves, at least in a forum that reaches federal officials and educators in the states. They are not prone to present their convictions in written form. And at meetings that include statesiders, most of the talking is done by the latter, the islanders tending to be polite, agreeable, and not assertive with their opinions.

INTRODUCTION

PURPOSE

The purpose of this special study is to explore those factors in the Pacific basin territories which might affect the conduct and validity of assessments of their Adult Education programs. More specifically, in assessing the Adult Education Act State Grant Program, should the Pacific territories be evaluated in the same way as states? What special factors need to be considered, if any?

APPROACH

In working with the territories, one encounters a number of conceptions (or misconceptions) that may influence the conduct of effective external evaluation. These conceptions center around various issues and are communicated either explicitly or implicitly by educators in or from the states. To plan assessments of educational programs in the Pacific territories, it should be useful to consider these issues. For purposes of highlighting them in the presentation, these issues are stated as propositions in an arbitrary and simplistic form. Most educators with any association at all with the Pacific basin would likely take exception to most of them, yet each proposition has its advocates.

The approach followed in the following presentation is to reveal the opinions and perspective of the islanders in relation to the series of controversial issues, stated in the form of propositions, "A" through "I", below. Each of these issues will be discussed in some detail in later sections of the report, under the same headings.

ISSUES

A.

Educational models developed in the states should be expected to apply in the territories.

The mainland (or Washington) knows what is best for the territories.

B.

Our efforts in pacific territories are leading to their ruin.

C.

Territories are not different enough from the states to warrant different treatment;

or conversely,

They are so different that there is not much we can do for them;

or even,

All territories in the basin are essentially the same and can be treated alike, though differently from the states.

D.

In administering educational programs, the same standards have to be applied as in the states.

E.

English is the only language-skill in the territories that should concern federally-funded Adult Educators.

F.

Territories are not ready for advanced educational technology.

G.

Perhaps neglect is the way we can be most helpful to the territories.

H.

What the islanders need most is information from us, especially in the form of prepared lecture-presentations;

We don't need to listen and observe, learn from them; and in fact, there is little they can teach us.

I.

The Consolidated Grants will wipe out Adult Education in the territories.

(In the presentation of this report, a section is included for each of the issues listed above under headings with the same notations: A through I.)

PROCEDURE/METHOD

Information contained in this report is derived from several sources: responses from questionnaires, interviews of key personnel responsible for Adult Education programs in the territories, printed materials, and observations made by the author in the territories (See Note 1 for more about the sources of information for this study.)

THE TERRITORIES AND ADULT EDUCATION

There are two maps in the Appendix that show the four territories: American Samoa, Guam, Northern Marianas Commonwealth, and Trust Territory that are the subjects of this study. The map of Micronesia shows the new, reorganized region with its new governments, loosely still referred to as Trust Territory of the Pacific Islands until the trusteeship period ends in 1981. Guam can be seen as the island at the fringe of the Trust Territory boundary. The second map shows the islands of Samoa, whose population of 30,000 is not shown on the map.

The political situation in the region still called Trust Territory is complicated. While holding together tenuously until 1981, the Trust Territory of the Pacific Islands is split into three essentially independent constituencies (following the lead of the Northern Marianas Islands, which had already split off and become a Commonwealth). The resulting separate "states" or "associationships" are: (A) The Federated States of Micronesia, (B) The Marshall Islands, and (C) Palau. For these latter three "states", the Adult Education program funded under the Adult Education Act is being coordinated, in the interim, by the Director who handled that function when they were districts of the Trust Territory. However, at the last Region IX meeting of Adult Education Directors, the Federated States of Micronesia sent their own representative; and the other two "states" are expected to follow that precedent. The Federated States of Micronesia representative made a strong plea for their participation in regional consortiums, because of the guidance and support they can provide to these emerging Island governments.

Guam's political status remains essentially unchanged, as with American Samoa; still there is much interest in both territories in seeing some redefinition of their own status in relation to the U.S.A. and to the Pacific region.

The organizational structure varies. Three of the territories, Guam, American Samoa, and Northern Marianas, have educational organizations that function simultaneously as SEA's and LEA's. The fourth, Trust Territory, currently operates with the SEA in Saipan and LEA's in the various island groups.

For two of the territories, the Northern Marianas Commonwealth and Trust Territory, Adult Education is currently placed in the Department of Education. For each of the other two, American Samoa and Guam, the territorial Community College is responsible for Adult Education.

The number of Adult Education students served in the year 1978-79 and the territory population were reported during the interviews as follows:

	Adults	Population
American Samoa	541*	30,000
Guam	1,250	100,000
Northern Marianas	400	16,000
Trust Territory	3,960	105,000

*Students served in 1979-80. Program was shut down for one semester in 1978-79, and that year would, thus, not be representative.

ASSESSMENT CONSIDERATIONS

A. WHOSE MODEL?

Some very persistent issues are encountered when assessing Adult Education in the Pacific territories. Two of these issues stated as propositions are that:

- o educational models developed in the states should be expected to apply in the territories
- o the mainland (or Washington) knows what is best for the territories

Most subtle of the issues for us (statesiders) is clarification of our role there. Do we consider the territories to be "ours," with our mission to shape them in our image?

Our assesssments in the territories finally demand that we first reflect back on ourselves. This is very difficult for us, given what has been our historical role in the territories. But islanders who operate the programs we associate with do not find such reflective analysis that difficult, though they are usually too polite to tell us. Here are a few perceptions they have expressed from time to time.

> *You in the states don't come to the territories to learn of our situation and problems. You do not listen, whether or not you come here. You have your own solutions. You like to push through your own solutions yourselves. You know what is best for us, generally some literal use of your western models.*

One education administrator's advice to Washington:

"Don't treat us like the states. Don't ignore us. Understand us, what we are up against."

Clearly, our guidance role is changing. In their newspapers, in conversation, in their governmental actions, everywhere in the territories there is evidence that the people native to the territories are taking over the reins. Whose model? The emerging answer is that those in the territories need to become familiar with models that may be applicable, but that they can and should decide on the models to be used there.

B. DOWNHILL SLIDE TO RUIN

Headlines about the Pacific territories in the newspapers and magazines tend to reflect a doomsday view of our efforts there, many of them to the effect that money is being poured into the territories with disasterous results. Examples:

"The destruction of paradise."

"Guam: The buck spends here."

"Micronesia: profile of a society out of kilter." Or the book:

"The American touch in Micronesia: a story of power, money, and corruption of a Pacific Paradise." (Note 2).

While recognizing that there have been some heedless, inappropriate programs, projects, and models; the result of educational efforts has not, on balance, been a failure. The Pacific islanders are probably being underestimated. There are many signs of progress.

The pessimism reflected in some of these publications is giving way to a growing confidence found in the territories as they make their moves toward self rule and self determination and as world interest shifts toward

the Pacific. Yet, no one believes it will be an easy time.

Some of the criticisms are simply out of date. The territories really have gained control of their own educational systems within the limits required in the use of federal funds. It is true that up until early in the 70's in American Samoa, those at the top were all statesiders: the Governor, the Director of Education, the President of the Community College. Now these positions are firmly in the hands of capable Samoans (Peter Colman, Mere Betham, and Saeu Scanlan). As recently as the year 1969-70, the Director of Adult Education was a statesider, who at the end of this school year will be replaced by a Samoan, who recently got his graduate degree in Adult Education and Educational Administration in California.

With two exceptions, all the top education offices are filled by Pacific islanders. Northern Marianas is in a clearly different position, having only recently broken away from the Trust Territory and become a Commonwealth of the United States They have opted for bringing in a school superintendent from the states, in 1979, to build on their existing educational program. The Community College of Micronesia in Ponape has for some time had a statesider serving as president.

Other top education jobs filled by respected islanders, besides those mentioned for American Samoa, include the recently appointed Department of Education Director (Catherine Aguon), an educator from the Guam legislature; the University of Guam President (Rosa Carter); the Provost of the Guam Community College (John Salas), and the Director of the Department of Education for Trust Territory (David Ramarui).

The islanders are excellent at selecting able education administrative officers, including their Adult Education Directors. But there is a thinness in the ranks of the teachers and staff, where educational staff development is an obvious need.

Federal funds have helped train a number of educational leaders in the Pacific basin through scholarships, exposure to our models, etc., and they are becoming good at weighing the promise of western models against the needs of their own people.

It should not surprise us that initiative is being taken, the old leadership roles are being challenged, and new directions are being charted. It follows that our evaluation assumptions and approaches need to be reexamined.

C. ARE THE TERRITORIES ALL THAT DIFFERENT?

It is said in the continental U.S. that the Pacific island problems and needs are not all that different to require special treatment. Some federal officials say they are tired of hearing how the Pacific problems are unique, and that they are not so different that educational programs have to be administered differently there. Curiously, the belief is also expressed that all territories in the Pacific basin are essentially the same and can be treated alike. Expressions such as these likely grow out of the necessity (and frustration) of administering laws and federal regulations that have not taken the territories into account, but rather have lumped them in with the states for treatment.

There are, in fact, fundamental differences between the stateside and Pacific island populations; and the four Pacific territories are by no means homogeneous, in their culture, language, situation, problems, needs.

Traditional customs of the people in the four territories differ considerably but there are some basic similarities in general cultural characteristics. Generally there can be found rural village life on small tropical islands, characterized by close kinship ties, leadership by

one or more chiefs, the existence of complex class distinctions, and limited political loyalties. But variation along these dimensions is considerable, with Guam showing the most divergency from that pattern. Even within the Trust Territory expanse of islands, the divergence is striking, for example, just in population density. On some islands there are only a handful of occupants; but on the 66-acre island of Ebye there are 8,000 Marshallese in cramped housing accomodations!

English is becoming a more common language and is taught in the public schools. For the most part, cultures in the Pacific island territories are not the same as the traditional cultures of the past but on the other hand, these are not western cultures either. They are evolving cultures, cultures in transition, and within them there are many conflicts. The subsistence economy and the cash economy exist side by side. People from the outer villages make their living from the land and the sea while trying to earn a small amount of cash from what they can sell. However, in the population centers there is primarily a cash economy. Government employment generally pays much higher wages than the local economy, and therefore the best possible jobs are those jobs in the bureaucracy. The American education systems for years encouraged people in the islands to go through high school and on to college to obtain a broad liberal arts background. Now these youths are unable to find employment. Given this experience in the territories these days there is a shift to place greater emphasis on careers and occupational skills.

People in the territories desire a greater sense of self determination, a greater ability to care for their own problems and yet they recognize the need for technical assistance and money support from the United States in developing the resources and the capacity to respond to their own needs.

Most of those who are native to the islands would like to preserve that which is good in their culture, but they feel there are things in the western way of life that are advantegeous as well.

People in the territories share a dilemma in setting educational goals that range from preserving village industries to development of a modern, politically enlightened citizenry. They share an isolation from the mainland of the United States that involves great distances, high cost of travel and uncertain communications. Because of the isolation and other characteristics of island cultures they have difficulty in meeting many of what they consider inappropriate federal statutory requirements for funding, e.g., planning, advisory committees, matching funds, etc.

American Samoa, Guam, and to an extent the Northern Marianas Commonwealth can be contrasted with Trust Territory, which has people embracing nine cultures, using nine distinct lnguages, scattered among 97 islands over three million square miles in the Pacific Ocean (an area larger than that of the 48 contiguous states). For Trust Territory it is extremely difficult to deliver services to about 105,000 people on small islands spread across such an area.

In contrast, American Samoa has a homogeneous, Polynesian population concentrated mainly on the island of Tutuila, partly on several nearby islands. Most of the aliens there are kin from Western Samoa. Guam's population is predominately Charmorro, with a heavy mix of other ethnic groups, (i.e., Filipino, Micronesian, Japanese, and Korean), and many aliens and American Air Force and Navy military.

An educator in Guam expresses satisfaction with their more direct means to get agreement within their government:

> "We are just as sophisticated in some ways as the states, simply because of our compactness. What can be a 30-day bureaucracy on the mainland between departments of education and other agencies has a one day impact on us." (Note 1b)

So where we are used to elaborate coordination arrangements, including documentation, they can move quickly to a solution (not that they always do!). And where we move readily to the data and procedures, they often spend time setting the social stage before even approaching the action process. This difference takes getting used to, for both parties.

Further, in the state departments in the states there are many specialized roles, but roles are readily integrated in some territorial departments. For example, the Director of Adult Education for the Northern Marianas (whose counterpart in a typical state has funds for a substantial state departmental staff) administers the total program for the Commonwealth, does substitute teaching, opens up the Adult Education Center in Saipan and locks it up at night when classes end.

It is not quite conceivable to mainlanders the conditions the few administrators in the Micronesia area face in providing remote education services to many islands stretched over an area roughly 3000 miles by 2000. There is no way Adult Education programs in the Trust Territory can be monitored in the sense that we speak of on the mainland.

The differences among the territories and islands are multiple and deep. Evaluation to be effective and reasonable should acknowledge those differences. Perhaps because they are complex and remote, it has been easier to ignore them over the years. Probably new premises are needed in formulating evaluation questions.

D. ADULT EDUCATION FOR WHAT?

What are the islanders being educated for? There is no simple answer. Good agreement was found among the Adult Education Directors on choices of the most important program goals and benefits listed on the questionnaire. (See Note 1a). Top choices were "Enabling completion of the GED" (high school equivalency) and "Increased competency in English language." Not far behind was "Obtain basic knowledge in reading, writing, mathematics." Down the list were "Obtain employment" and "Obtain better employment." Of least importance was "Enabling socialization among the adults in making new friends." These priorities should have been predictable, both because they fit with the intent of the Adult Education Act and Regulations, and because there is a general motivation on the islands to improve language skills, and, especially, to get the High School Equivalency certificate. With the latter, there is the personal satisfaction, the social prestige, and the opening of doors for employment.

Typical of goals developed by the territories for their Adult Education Program Plans are the first two listed in the Trust Territory plan:

> The first goal, and the major one, for the Adult Education program for the Trust Territory is the equivalent of the Micronesia Board of Education's Goal No. 1: to provide basic educational services to the eligible Micronesian adults who have not had opportunities to build the essential skills in language and mathematics necessary to function in modern Micronesian society.
>
> The second goal incorporates both Goal No. 1 and Goal No. 6 of the Micronesia Board of Education: to insure that adults eligible to participate in Adult Education programs have opportunities to develop awareness of basic issues in the following areas:
>
> a.) Citizens' involvement in political choices in their local communities and their evolving states.
>
> b.) Civic responsibilities in their communities.

c.) Consumerism and wise handling of money.

d.) Nutrition, health care, sanitation, and mental health.

e.) Safety at home and away.

f.) Environmental protection and preservation.

For some, education serves as preparation for islanders emigrating to the states. For most, it does not serve that purpose. "Nothing to do, nowhere to go," was the class slogan of senior printed in the high school newspaper on a Micronesian atoll. In contrast, in American Samoa a substantial proportion of high school seniors do go to the states either for further schooling or to pursue the alluring promises made by their commercial, stateside television programming.

Although atypically cynical for an islander, this administrator's opinon is worth pondering.

> "The difference in our population, aside from minimal education or no education (which are standard items), is that we have to educate for assumption of a culture which is not ours. We have to live in a western culture. If it was (this territory) we'd all be friendly, nice, quiet. But as a result of the western culture we have to develop the agressiveness, the cold-heartedness, the possessiveness...so we have to train people to overcome this cultural shock...we're also dealing with an educational process which has been within the family. We've got to acquaint people with the new values that are being put in here ... In the states you can go from one state to another and enter homogeneous societies. We've got to prepare people for transition to the mainland which is totally different." (Note 1b)

It becomes obvious that the same standards cannot be applied to Adult Educational programs in the territories as are applied to those in the states. However, educators in the pacific view the effects of their Adult Education programs in a very positive light, seeing them as serving a clear need. They see them operating as effectively as can be expected with limited financial support, the restrictions (as they perceive them) on how to spend funds, the inadequacy of available Adult Education materials for

their particular populations, and (especially in American Samoa, Northern Marianas and the Trust Territory Area) the tremendous obstacles to providing just minimumly adequate adult teacher training. Adult Education projects offer a variety of classes. They help other agencies in the community. For example, in Guam and American Samoa, English teachers instruct participants in the Police Academy on how to write their reports. Quite universally there is a positive view of the program by the community.

Yet the weaknesses in their programs persist from year to year. Some cited by the administrators in responding to the questionnaires (Note 1a) are: "need more on how to teach adults, need text books, classroom teaching methods probably too traditional, can't get really good part-time teacher-training participation, understaffing to meet the needs, the number of dropouts, transportation of students to classes."

E. LANGUAGE AND ENGLISH

There is some confusion in the Pacific territories over interpretation of regulations regarding language skills that can legitimately be funded through Adult Education funds. The general impression in the Pacific is that languages other than English are out of bounds. From a larger perspective a good case can be made for spending the limited funds on English language skills to the exclusion of any others; but for some of the island communities their needs for help in their own language skills appear to them to be considerably more relevant.

It is vitally important that instructors listen as they teach topics such as basic English to the adult students in the Pacific islands. Here that point is made technically and dramatically by John Kneubuhl, a wise bicultural Samoan scholar, in a talk to a group of teachers in American Samoa:

> "So, we must insist on the humanity of the students, the humanity of the teacher and the humanity of language - without that trinity, we can do nothing.
>
> Let me, by the way of showing how we have so often violated this humane position, remark on a few instances:
>
> (i) We apply inappropriate, unfair standards to our students and judge them by those standards. We teach them - or try to teach them - a second language, and we judge them exclusively by the standards of that language and the cultural values of that language. That is cruelly unfair.
>
> (ii) We treat the Samoan student as a language cipher. We think of him as an empty vessel into which we are going to pour English. We pay no attention to the simple, human fact that the Samoan student himself is already full of language which he brings to the classroom encounter, his own language. With that language, he brings preconceptions--profound, fixed, often intractable preconceptions about language. It would be insane to suppose the student can empty his mind of those preconceptions when he enters the classroom. But that is what we do, and in doing so we slide easily past the whole problem of first language interference. We pay lip service to that problem; we do nothing about it. But how can you teach English to anyone whose mind contains no verb to be, no passive voice, an entirely different concept of transitive and intransitive verbs, an entrenched habit of dropping relative pronouns, and an entirely different notion of tense aspect--particularly, the so-called progressive tenses? And that's only a very, very partial list. Isn't it at least humane - and practical - to consider that many of his problems are, problems inherent in his language habits?" (Note 3)

Language is a dilemma; e.g., in Saipan and Guam, Japanese is helpful. In Palau's outer islands, English is not seen by the adults as being useful. Literacy in their own language is perceived as an important language need in many of the island communcities. According to a study done by George Riley (Note 4):

> "Almost without exception, those who could not read or write Chamorro, even though they can speak it, said they wanted to become literate in their own language. The best way to preserve the 'soul' of a culture is through its language. For transmitting the fact of a culture, it doesn't matter what language you use. But many sociologists feel to transmit a culture you need natural language...English would certainly transmit the facts of their culture, but it would leave out its heart and soul. In the formal areas, they realize that Chamorro has no place in the market. There are only perhaps 60,000 speakers of Chamorro in the whole universe. They realize that they are unique - (also) that only a language of world usage is worth maintaining in a formal situation. That's why the majority prefer to keep their bilingualism."

The Northern Marianas Adult Education Director adds:

> "Most Carolininas are bilingual or trilingual, speaking in addition to Carolinian, Chamorro and English (or Japanese, especially in the older generation who were around during the Japanese occupation). Many have jobs and need English or Japanese for advancement." (Note 1b)

The question remains - should English be the only language taught through Adult Education in the Pacific?

F. EDUCATIONAL TECHNOLOGY

A special assessment problem is encountered in attempting to interpret enrollment figures on the least educated and hard to reach adults. These are priority targets under the Adult Education Act. Assessment figures for these adults can be influenced by the medium employed. Television and radio have the possibilities of reaching out to people who simply would not come into a center or a classroom-like situation, and enrollment figures can jump, depending on how participants are counted. Likewise, traditional folk arts may be the most effective educational media for teaching the most hard-to-reach adults, but usual enrollment definitions do not fit these enterprises well. Creative solutions are necessary both for the education programming

and the assessment of its effeciveness in order to take advantage of these promising media approaches with this segment of society.

The biggest single educational development in the Pacific basin is the video educational technology. Television as a medium, both public and commercial, has been more dramatic, influential, and controversial there because it was introduced suddenly, and, for the most part, only recently. (Note 5, Cassir; Note 6, Schramm)

Cassir, in writing about "The Impact of Mass Media in the Pacific Basin," points out some negative perceptions that are at the heart of the controversy. Although the Pacific Basin he is writing about covers much more geography than the territories, he closely echoes sentiments often expressed by leaders there.

> "Many political and educational leaders in the Pacific Basin have become concerned that the 'every-day life' portrayed in American television productions, used to feed the voracious 'appetite' of the imported technological 'elephants,' sets up unrealistic standards and unrealistic goals, which cannot be met by their governments now dealing with the basic problems of survival in developing countries. The resulting unrest, the resulting pressure for improvements similar to those achieved in the west, can become a destructive economic and political force exerted either by those wishing to return to the 'old ways' or those desirious to join what they see as the 'rest of the world'..."
>
> "The question of setting up expectations and creating distorted value systems through the dissemination of messages unrelated to primary needs, or commercial messages, some of them relating to products which have to be imported from other nations, looms large in the minds of political leaders." (Note 5)

It is thought that the problem of inappropriate expectations is especially acute with high school graduates, as discussed in section "D."

But, as Cassir suggests, "Technology is the servant of man, if man is determined to be its master." (Note 5). Much can be done in the way of wiser selection of TV programming and there is growing motivation and capability for local or regional TV production in the Pacific.

As Katz points out:

> " One wonders whether...television (can) be more indigenous, not just in programming, but in style? What is needed are more radical suggestions for making radio and television relevant for traditional peoples who have more important problems than those which can be solved by Chief Ironside..."
>
> "The demand for local programming and even more, for local programming rooted in tradition, is better understood in this perspective. It is not simply an expression of idealogical commitment. It is a question of whether one wants one's culture to be overwhelmed and homogenized." (Note 5)

Much has been learned about educational television experience in Pacific islands from the large-scale program introduced in American Samoa in the late sixties. Cooney has identified a number of defective elements in the program from which lessons can be learned. (Note 8) From "The Great Experiment" of the late sixties and early seventies, that program has by now settled in as a supplementary educational tool, employing two channels (rather than the original six) beaming to the elementary schools every school day. Most of the instructional TV sessions use videotapes prepared in earlier years, but there is a production crew and facility that continues to produce up-to-date instructional programs.

It is difficult to find videotape materials on the shelf that are right for instruction of adults who are least educated. Some of the tapes in the Samoan tape library were reviewed by Adult Education directors from Trust Territory, Northern Marianas, and Guam, who found that the ones they saw

were too closely targeted to elementary age children, with many such references as, "Now kids, what have I put on the table?"

The solution is not to get rid of the TV medium, but to grab hold of it and meet the educational goals through creative planning, research, and program development. Katz suggests a logical next step:

> "As we move out of a period during which we almost convinced ourselves that technology and technological advancement meant automatic improvement of the human condition, it becomes increasingly important not simply to discard but to reexamine the uses to which mass media have been put." (Note 5)

G. WHO CAN THEY TURN TO?

In the interviews, (Note 1b) educators in the territories were asked about the adequacy of support given by USOE. All territories mentioned that the support has declined since the USOE regional representative had been reassigned to Washington, D.C., and that sevice is less useful now. They were dismayed by the loss of a regional representative. Typical of comments on usefulness of USOE assistance is the following:

> "The FY 78 technical assistance was provided by visits by a federal representative from Region IX. This should be reinstated. Also, expenses for regional meetings should be paid for by USOE because of the distances from the islands; and funds for travel should not be taken out of ABE funds which could be better utilized in programs." (Note 1a)

It was stated by the Adult Education Directors interviewed that the meetings in Seattle and Honolulu last year were useful but that no one visited the islands from the Adult Education Division. In fact, since USOE decentralized (pulling back Education officers from the San Francisco Regional Office) in 1978, it was reported that no one from the USOE Adult Education Office has been out to the Pacific basin territories.

Some of the federal regulations were said to interefere with delivering the Adult Education service. An example given was that regulations, as they understand them, indicate that English is the language that must be taught; but in sites such as Guam and Saipan, an important language to learn for employability is Japanese. One educator regretted that:

> "the regulations do not allow money to be spent for buildings or renovating learning centers but that is a necessity because existing buildings belonging to other agencies and they need a building available all day." (Note 1a)

There were several suggestions for improving the role of the Division of Adult Education: (Notes 2a and b)

- Provide a dissemination office for the Pacific islands that would include all parts of education. The complaint is that mail from Washington is sometimes received two days after the due date of the announcement, mail delivery being slow and unreliable.

- Allow two weeks' delivery time for all mail to the Pacific basin.

- Schedule on-site visitations to the territories, including local programs for review and assistance in policies, procedures and regulations.

> "People from Washington do tour around the states but don't come to the territories. It's because it's a junket. We're being penalized because we're out here in paradise. Government employees are not supposed to take junkets to paradise. We likewise have a similar problem: it's difficult for us to be able to get out and get onto the mainland, so the reverse is true. We can be criticized for the same thing. But it would almost seem that if you get one technician from the USOE who's able to interpret properly, having him coming out here and servicing our staff would have much more impact than one of us going at our expense to the mainland and sitting with 50 other people who could give a damn about (our territory)."

- o Decentralize USOE to the regional concept and designate a federal representative to the Pacific basin area where problems and concerns are different and need to be understood.

- o "Consider a technical service unit that would service the Pacific. We had service out of the regional office, which was closed down. We get less service out of Washington; all the people who have been trained to help us have been transferred out."

- o "Cut down the amount of paperwork; the Pacific basin area should be excluded from the local maintenance of effort requirement because of their limited financial resources."

Respondents to questions of usefulness of USOE assistance rated high to moderately useful the dissemination of programmatic and resource materials, and rated monitoring of Adult Education as somewhat useful. The category of training and technical assistance got low ratings, indicating that they are getting very little or that what they got was ineffective. (Note 2a)

Responsively, USOE Adult Education staff in Washington express their complete willingness to visit the Pacific territories but cannot because of their funding. The Adult Education Directors specifically acknowledged their appreciation to Don Snodgrass and Jerry Randall of USOE for genuine help when they did meet together in the states. A clear call was sent out to the Washington Adult Education office for site visits.

H. SPECIAL NEEDS

There is the widespread conviction among island administrators that Washington does not understand the territories, that regulations are aimed at states, not territories, and that trying to follow directions and requirements from Washington gets in the way of providing a useful and responsive Adult Education program for the local people.

> "Our inability to respond to Washington, D.C. and their preconceived concept of what a state-local organization should be (is one of our weaknesses). This involves their concept of cities, -- we have none -- and urban areas, rural areas, local education agencies, homogeneous populations, stable populations, and native speakers of English. Also there are cultural and political priorities which are dictated by Washington but insult local mores. An example given of a problem area is that they must serve the most in need, e.g., the elderly, but they are not the ones that want it."

It was reported, for example, that the categorical grants programs that are designed to help the elderly in the states can harm the extended family system on the islands when transported there. The local systems have obvious merit in supporting various useful roles for the elderly within the family structures. On the other hand, these grants programs have produced educational activities that set up cultural centers for using the elderly to make, and train others to make, cultural products, also to document their customs and folklore and to translate them into English.

Among other program needs mentioned were: (Notes 1a and b)

- o more training (for the elementary teachers working in Adult Education part time) on how to teach adults;
- o textbooks;
- o teachers to come on time;
- o some kind of help with transportation;
- o a way to counteract dropouts;
- o to get more awareness of the program and the community;
- o to find objective methods to show growth and progress (although at the same time teachers are saying that tests are scaring people away);
- o professional development for the instructional staff, with a variety of experiences for instructors;

- o new and effective ways of enrolling and keeping the hard-to-reach, less educated adults in.

The outreach program has been only a partial success. It has been difficult to interest this segment of the population in developing their coping and basic skills. Such skills are perceived by the leaders as being useful for much of the stable local population and obviously for those islanders who may emigrate to or have extended visits in the states.

In responding to needs there is a difference in approach that should not be underestimated in its effect on the development of Adult Education in the islands. Adult educators from the states tend to carry with them the compulsion to transmit a maximum amount of information in the minimum amount of time. They are often insensitive to the much slower pace and language differences among the islanders. Language is used by the islanders to set the stage, to evoke emotion, to manifest feelings of satisfaction and esteem and cooperation. And it is unproductive to pack presentations and conversations with information at the expense of their other uses of language.

I. DAWN OF THE CENTURY OF THE PACIFIC

Mike Mansfield and William Randolph Hearst, Jr. apparently share the view that we are witnessing "the dawn of the century of the Pacific." (Note 4.) Many signs point to the end of the period of neglect in the Pacific basin. One of signs of responsiveness to Pacific territory concerns is the Omnibus Territories Act which permits the territories themselves to determine the relative allocation of educational money to

the various grant programs. This is referred to as the Consolidated Grant and is an option for the territories, not the states.

Implications of the Consolidated Grant option are not known at this time, but there is some concern over maintaining the integrity of the programs, expressed by Adult Education Directors as well as those responsible for other federally funded programs. The decision process for allocating funds under the new rules is currently being examined and developed in each of the territories. USOE has provided a great deal of relevant information to assist in the transition. This is recognized as an opportunity to tailor educational program funding to the needs as seen from the territory perspective. The general feeling is that decisions made locally can improve on decisions made on the same issues in Washington. Effects of this change in the locus of decision-making should be an interesting subject of evaluation.

There are other signs of changes. President Carter recently announced a new administrative framework for this country's island territories to meet some of their special needs, such as lagging economies, the need for technical assistance and training, the lack of venture capital, the need for construction of "elementary facilities." A new office of territorial and international liason and assistance would be created, to be headed by a new assistant secretary of the Interior for Territorial and International Affairs. Funding would be shifted in the direction of supporting several "essential" capital projects. Changes would be made in federal grant programs for the territories that would include aiding territorial governors in planning for grant applications and waiving requirements of matching expenditures on some programs.

These shifts will be interesting to watch. It will be a challenge to the people in the territories to see that this change in emphasis and a more explicit concept for self determination includes sufficient emphasis on the development, education, and growth of all the Islanders.

CONCLUSIONS AND RECOMMENDATIONS

GENERAL COMMENT

It should be evident that the author of this paper does not agree with the views of the Pacific territories represented by the propositional statements listed in the Introduction (pp. 4 & 5).

Educational models developed in the states should not be assumed to be applicable in the territories; there are simply too many important differences. The role of the assessor should be well defined. Efforts in the territories with federal education programs appear to have had many positive effects. But the indiscriminant application of categorical funds can cause problems, such as those mentioned in connection with programs for the elderly (see p. 25). Some feel there is other programming, not under the control of educators, that is having negative educational effects, especially on young islanders; most notably, commercial television.

Territories are different enough from the states to warrant different treatment, yet cannot be treated all alike. The same standards should not be applied to educational programs in the territories as are applied to those in the states.

English is probably not the only language skill in the pacific territories that should concern us. Territories are ready for advanced educational technology, but they need much assistance in making it work for their own long-term benefit.

Benign neglect is not the way we can be most helpful to the territories. We should provide assistance, but we should also listen, observe, and learn from the Pacific islanders. There is much they can teach us.

It is unlikely that consolidated grants will wipe out Adult Education as we know it in the territories. Though Adult Education is likely to be changed, it is worth a try to place the direction of their education squarely in their hands. The islanders are the most affected by their education and have the best chance to make it work.

Further, an affirming and optimistic view of the future in these regions appears to be warranted. Of course there are negative factors, such as:

(a) Lack of resources and difficulty of access to resources, both economic and educational;

(b) Excessive dependence on the United States;

(c) Offerings from the United States which are addictive and sometimes counter to cultural survival;

(d) Geographical isolation;

(e) A slow start in education for the modern world;

(f) Exaggerated expectations of their future by their youth (helped along by the recent introduction of commercial television).

The Pacific territories are moving into the 20th century. Their progress toward more self-determination -- a concept alive throughout the Pacific -- has to affect assessments of their educational programs. The islanders are much wiser than outsiders realize. They know that much of what they have is unsurpassed, and they have been developing a better sense of what they are giving up of their way of life. Their commonly expressed desire is to retain the best from both their own and the outside cultures. Though autonomy is increasing, they need appropriate resources, further support, and time.

SPECIFIC CONCLUSIONS AND RECOMMENDATIONS

- Sensitivity to issues such as those brought up in this paper should be reflected in evaluations -- designs, procedures, and interpretations -- of Adult Education programs in the territories.
- Target populations for Adult Education in the territories are different from those in the states. The solution of the past--to ignore the differences -- not only obscures the realities of the population, it assures negative results often attributed to inadequacies in the population.
- Where cultures are so divergent, customized evaluation designs are called for. To pull a standard evaluation model off the shelf and plug it in for one of the territories is unreasonable and will likely lead to false conclusions.
- Cultural sensitivity and the development of non-standard evaluation designs should in no way compromise adherence to acceptable scientific methods of gaining reliable knowledge. The most serviceable assessments will be factual, non-partisan, and directed toward long-term improvements.
- The islanders are earnest about wanting to be judged objectively in relation to the course they are charting for themselves. In the case of Adult Education, this charting is in process and will influence and be influenced by local decisions on the disposition of consolidated grant funds.
- This time is ideal for reassessing educational objectives for various programs in the territories through genuinely participative methods. Hard but relevant and attainable objectives for Adult Education should be proposed. Data collected in the Development Associates, Inc. studies

may be useful in that reassessment process, especially with those objectives that contain a regional connection, such as for migrant employability skills training or off-island teacher training.

- For those assessing Adult Education programs in the territories, attention should be given to recommendations made by the Guam Adult Education teachers who were concerned with in-service activities conducted by statesiders in the territory:

  "(1) Teacher-trainers should be people who are familiar with Guam and/or who have a sensitivity for the culture and the problems facing island communities, and

  (2) consultants should have the opportunity to spend a substantial part of their time listening and learning the existing situation on Guam." (Note 10)

- Funds for travel to the Pacific basin territories should be added to the Washington Adult Education travel budget. More training and technical assistance should be provided to their Adult Education programs (pp. 22-24).
- "One shot" assessments or evaluations conducted by external parties have not generally brought about desired effects; both local staff and the external party(s) should be intimately involved in multi-year evaluation efforts.
- Development of criteria that will be used to assess effectiveness of Adult Education programs in the territories can probably best be done through <u>joint</u> efforts of external evaluators and islander program administrators.
- Setting of standards for achievement of educationl objectives may have to depend partly on prior assessment of current levels of achievement.
- It is essential that effectiveness criteria and achievement standards by defined with a realistic consideration of resources that programs have to work with in the territories.

- Guidelines should be prepared for developing effective evaluations in the territories, including some that are specific to each territory.
- Territorial personnel should receive training in self-assessment techniques, and it can probably best be done with an experience-based approach using local data.
- As more of the significant educational decisions are made by the islanders, it becomes critical that they analyze and define their adult (as well as other) educational needs and resources and send out clear messages on what will be required for support to reach their objectives.

NOTES

NOTE 1:

Information contained in this report derives from several sources:

a. Responses solicited through three questionnaires constructed by Development Associates, Inc: "State Director Mail Questionnaire (X)," "SEA Visit Questionnaire, (Y)," and "Local Program Visit Questionnaire (Z)."

b. Interviews with key personnel in the territories addressing the purposes of this study. Those who were interviewed either with the formal questionnaire or with informal questions on pertinent topics held the following positions:

Trust Territory: the Acting Director of Education, the Director of Adult Education, and the Assistant to the Director at Trust Territory headquarters. The Directors of Adult Education from six districts, the Marshalls, Truk, Kosrae, Ponape, Palau, and Yap.

The Commonwealth of the Northern Marianas: the Acting Director of Education, The Federal Programs Coordinator and Supervisor of Adult and Vocational Education, and the Director of Adult Education.

Guam: the Provost of Guam Community College, the Dean of the Division of Careers and Public Services and his Adult Education staff.

American Samoa: the President of the American Samoa Community College, the Dean of Instruction, the Assistant Dean of Adult and Vocational Education and his Adult Education staff, and the coordinator of Vocational Education.

Interviews were conducted in Trust Territory and Marianas Islands the week of August 5; in Guam, the week of August 12; and in American Samoa

the week of September 24, 1979.

c. Printed materials ranging from newspaper articles to evaluations and state plans to congressional records.

d. Prior experience of the author as Director of Student Services and Program Evaluation, DOE, in American Samoa; Adult Education Program Evaluator for Guam, Northern Mariana Islands, and American Samoa; and Director of the Region IX Adult Education Consortium (which includes the Pacific basin territories).

NOTE 2:

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NOTE 3:

Kneubuhl, John. The learning characteristics of the Samoan student. (A talk to teachers, undated, mimeographed.)

NOTE 4:

Riley, George. Chamorro is a living, vibrant language. In Judeth Powell, staff writer, Pacific Daily News, April 16, 1974.

NOTE 5:

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NOTE 6:

Schramm, Wilbur. ITV in American Samoa - After nine years. Stanford: Institute for Communication Research, 1973.

NOTE 7:

Katz, Elihu. Can authentic cultures survive new media? Journal of Communication. Spring, 1977. pp. 113-120.

NOTE 8:

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NOTE 9:

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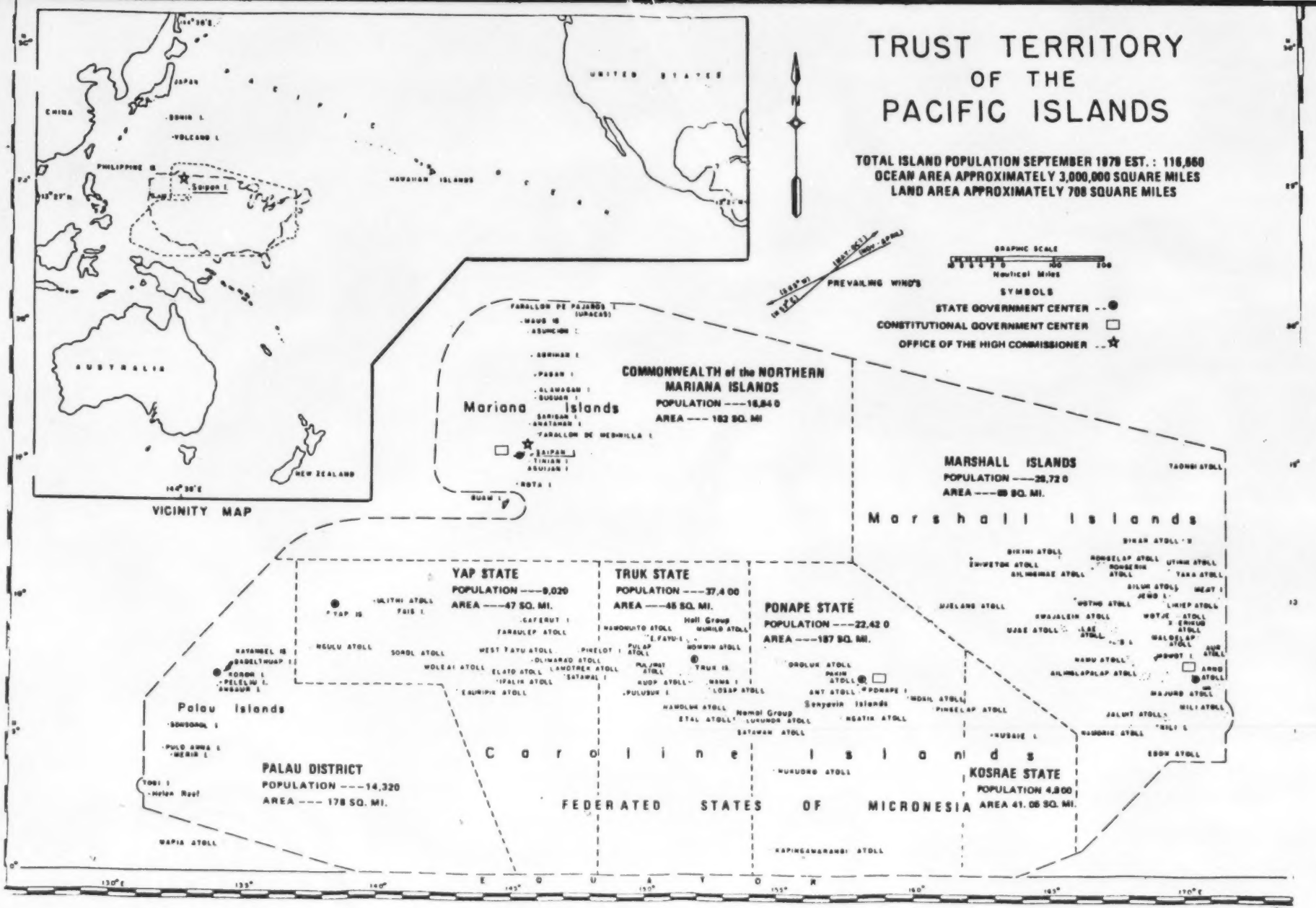
NOTE 10:

McCorkle, A. Hugh, Christensen, Paul R., Santos, Elizabeth. Program Evaluation of Adult Education in Guam - Phase II: 1977-78. San Francisco: Far West Laboratory for Educational Research and Development, 1978.

APPENDIXES


TRUST TERRITORY
OF THE
PACIFIC ISLANDS
TOTAL ISLAND POPULATION SEPTEMBER 1979 EST. : 116,860
OCEAN AREA APPROXIMATELY 3,000,000 SQUARE MILES
LAND AREA APPROXIMATELY 708 SQUARE MILES
VICINITY MAP
PREVAILING WIND'S
SYMBOLS
STATE GOVERNMENT CENTER
CONSTITUTIONAL GOVERNMENT CENTER
OFFICE OF THE HIGH COMMISSIONER
COMMONWEALTH of the NORTHERN MARIANA ISLANDS
POPULATION ---16,840
AREA --- 182 SQ. MI
Mariana Islands
MARSHALL ISLANDS
POPULATION ---25,720
AREA ---69 SQ. MI.
Marshall Islands
YAP STATE
POPULATION ---9,020
AREA ---47 SQ. MI.
TRUK STATE
POPULATION ---37,400
AREA ---45 SQ. MI.
PONAPE STATE
POPULATION ---22,420
AREA ---187 SQ. MI.
Palau Islands
PALAU DISTRICT
POPULATION ---14,320
AREA --- 178 SQ. MI.
Caroline Islands
KOSRAE STATE
POPULATION 4,800
AREA 41.05 SQ. MI.
FEDERATED STATES OF MICRONESIA
EQUATOR

I N

AMERICAN SAMOA